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ABSTRACT

Intended to provide background information useful to delegates to the Governor's Conference on Library and Information Services (September 1978), the first five chapters of this annual revision of the state program constitute a citizen's overview of library and information services in the state, with some attention to matters national in scope: (1) Wisconsin and Wisconsin residents--population profiles, economic indicators, trends in education, mass media/communications/technology, and library users profile; (2) local library and information services in the state; (3) the area and library and information services, with emphasis on cooperative and coordinated area services; (4) statewide library and information services; and (5) regional and national library and information services. The final two chapters--Goals and Objectives: A Summary Update and Library Services, and Construction Act Criteria and Priorities--focus on continuity and long-range planning. Maps are included that show the location of various kinds of libraries and library organizational areas in the state. (Author/JD)

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Comprehensive Long-Range Program for Library Services in Wisconsin

Annual Revision—1978

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Division for Library Services

Wisconsin Department of Public Instruction
Madison, Wisconsin
1978

LR001645

Preface

This year, 1978, is the year of the Wisconsin Governor's Conference on Library and Information Services. It seems appropriate to dedicate the greatest share of this edition of the Comprehensive Long-Range Program to background information which will be of use to delegates to the Governor's Conference.

To fulfill this purpose, it was necessary to publish the Long-Range Program four months earlier than usual. It was also necessary to give more attention to national and multistate issues than usual. Finally, since two-thirds of the delegates to the Governor's Conference will be lay persons (nonprofessionals in library or information science), it was deemed especially important to eliminate professional jargon insofar as possible from the background exposition. The term "library" will be used to include all types of libraries and materials centers by whatever names they are known.

The Introduction and first five chapters which follow, then, constitute a citizen's overview of library and information services in Wisconsin, with some attention to matters national in scope.

The final two chapters, Goals and Objectives: a Summary Update, and Library Services and Construction Act Criteria and Priorities, on the other hand, represent continuity in long-range planning. They should be compared with earlier editions in order to evaluate progress and problems in Wisconsin library services.

W. Lyle Eberhart, Administrator
Division for Library Services

Introduction

Wisconsin Governor's Conference on Library and Information Services

Acting Governor Martin J. Schreiber will convene Wisconsin's Governor's Conference on Library and Information Services at the Sheraton Inn-Madison Gateway on September 17, 1978. For three days, 150 delegates will deliberate to select issues and propose solutions to improve the delivery of library and information services in Wisconsin and the nation. Two-thirds of the delegation will be lay citizens representing the diversity of Wisconsin's population; the remaining one-third of the delegates will be representatives from a variety of professional library and information science occupations including library trustees.

In December of 1974 Congress authorized and President Gerald Ford signed a Joint Resolution (P.L. 93-568) calling for a White House Conference on Library and Information Services. Many speakers during the Congressional hearings reiterated the concern that the Conference outcome should reflect broad-based participation by grassroots Americans speaking first in their state Conferences. State proposals brought to Washington, DC would indicate what pathways to better library and information services would be appropriate for state and federal governments.

Each state, in preparation for its pre-White House Conference would be required to take a look at its own library and information service development and plan for improving service to all people of the state. Acting Governor Schreiber responded to this challenge in his acceptance of sponsorship for the Wisconsin Conference.

"I am most concerned that all Wisconsin citizens have ready access to the information necessary for their participation in our democratic government. Our libraries and information service agencies play an important role in the maintenance of an active informed citizenry. I look forward to the Governor's Conference on Library and Information Services as a way to strengthen and develop these important resources."

Wisconsin began planning for its pre-White House Conference in the fall of 1976 with the establisment of a core committee. After President Jimmy Carter approved the authorization of Conference funding, the core committee recommended that an Advisory Committee be appointed by the Governor to plan a Conference in the fall of 1978. By December 1977, the 35-member Advisory Committee was involved in forming seven working groups to oversee specific aspects of Conference planning. A half-time project director and an assistant were hired to coordinate committee activities and oversee the detailed Conference planning procedures.

A major thrust of the Conference has been the involvement of the many diverse interest groups directly providing library and information services to Wisconsin's public. Public, school, academic, institutional, government agency and other special libraries and information centers are all part of a growing network giving service to Wisconsin's citizens.

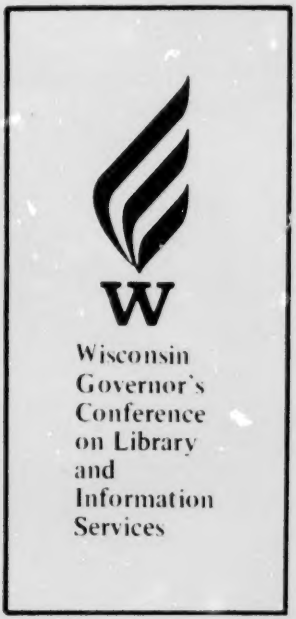
More important than the involvement of librarians is the participation of Wisconsin's tax-paying public. Two-thirds of the delegates to the state Conference will be lay citizens who may or may not use libraries. Their perceptions and evaluations of Wisconsin's library service will form the basis for Conference discussion and proposal-making.

Wisconsin Conference planners hope for statewide grassroots participation in selecting the issues to be raised by the Conference. Speakouts will be convened in local areas throughout the state to provide forums for Wisconsin residents. All who attend will be invited to assess their local library service and make suggestions for improving services related to their own concerns.

During the Conference each delegate will be given the opportunity to participate directly in seeking ways to expand and improve library services for the people of Wisconsin. Each resident whether he lives in hamlet or high-rise urban apartment, whether she milks cows for a living or heads a conglomerate business enterprise, deserves equal access to library services. All people have a need for information to assist them in making the countless daily decisions that structure the fabric of their lives. Everyone can benefit from the enrichment offered by the world's cultural heritage found in our libraries. Libraries own the resources necessary to support organized instruction and self-education of our nation's students.

If Wisconsin's Conference can contribute to increasing public awareness that quality library and information services are valuable resources to state and nation, it will be a success. If Wisconsin's citizens actively participate in this opportunity to examine their own library and information needs, they will influence the search for solutions to age-old problems of giving the equally accessible, relevant and self-fulfilling library services deserved by each person in the state.

Gretchen M. Farwell, Project Director
Wisconsin Governor's Conference on
Library and Information Services



Chapter I

Library and Information Users: Who Are They?

Potential library and information users in Wisconsin equal the total 1978 population of 4,650,000. Among these potential users, of course, the degree and type of use varies enormously. It is the purpose of this chapter to describe Wisconsin, and Wisconsin residents, in a way that will throw light on later chapters describing library and information services.

1. Population Profiles

Wisconsin residents—and potential library users—are unevenly located around the state. Their location affects both the kinds of information needs they have, and accessibility of library and information sources to them.

Wisconsin, in the period 1920 to 1960, joined the rest of the nation in a great shift of the population from rural to urban areas. In Wisconsin, this meant that increasingly large percentages of the population lived and worked in and around major cities in the southeast—Milwaukee, Racine, Kenosha; in population centers around Lake Winnebago in the Fox River Valley; and in and around Madison.

By 1970, nearly 80 percent of the state's population resided in the southeastern half of the state, below a line that could be drawn from La Crosse in the southwest to Green Bay in the northeast. In the 1960s, however, central city population growth in this area began to slow down or end. It was suburban population growth which characterized the decade.

In the 1970s, an even more important population shift seems to be taking place, finally starting to reverse 50 years of urbanization. With a very low natural increase in population statewide (that is, excess of births over deaths), this shift is largely the result of migration changes within the state.

Strong population growth is still occurring in three counties adjacent to Milwaukee County—Ozaukee, Washington and Waukesha. But much of this growth is in recently rural areas, not in the towns closest to Milwaukee. An even more revolutionary population shift is seen in counties that in the 1960s were viewed as rural areas losing their already small populations.

Between 1970 and 1977, population in Vilas and Adams counties increased by more than 30 percent. There were increases of 20 percent in Burnett and Oneida counties. Taken together, population changes in urban and rural counties indicate a shifting in population directions from the urban to the rural. If this trend continues, it will, within the next 15 years, considerably diffuse the differences in population densities in the different sections of Wisconsin.

Although Wisconsin's population historically is rich in different national and ethnic origins, it has today rather low percentages of minority groups identified as having special education and social needs, that is, Native Americans, Blacks and those of Spanish-speaking origins.

Percent Population Change—1970 to 1977 by County

Total State population increased by 4.74%, 1970 to 1977

In the century between 1850 and 1950, Wisconsin's Indian population was rapidly outnumbered by successive waves of settlers of French, English, Scotch-Irish, Cornish and German origins. From 1850 to 1920, German and Scandinavian immigrants were most numerous, but Wisconsin was enriched also by families from most of the nations of Southern and Eastern Europe. More recent wars have brought in small numbers of Jewish and Vietnamese families.

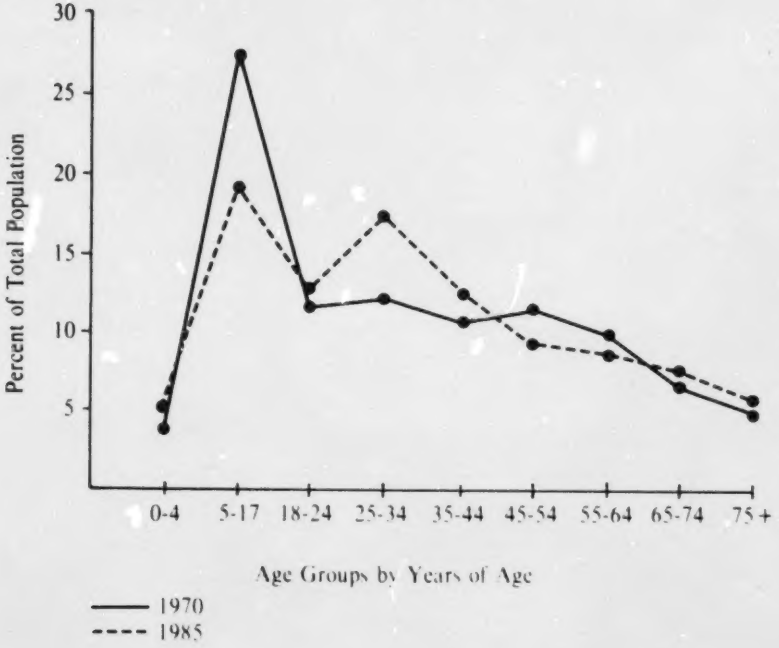
The distribution of age groups in Wisconsin is changing. Given a continuation of the present historically low birthrate over the next 12 years, Wisconsin by 1990 will have a population with a median age considerably higher than that of 1970. There will be a considerably smaller percentage of the population in the traditional student ages of 5 through 24, and a somewhat larger percentage in the 65 years of age and older group.

2. Economic Indicators

The Wisconsin economy in 1978 is strong and growing. Long-range projections are difficult, but there are hopeful indications for the next five-year period.

Along with the United States as a whole, Wisconsin's economy in recent decades has gradually shifted from an agricultural/mining base to a manufacturing emphasis. In the years since World War II, retail sales, service-related businesses, education and government have become increasingly important in the state's economy.

Age Group Distribution by Percent of Total Population
1970 and 1985



In comparison to the United States as a whole, agriculture and manufacturing in Wisconsin are more important. Lumber and wood products, fabricated metals, machinery, transportation and food industries are strong in comparison to the Great Lakes Region and the United States as a whole. Instruments and chemicals have shown less growth in Wisconsin than elsewhere.

Fourth graders Scott Meunier, Linda Batchelder and Dana Britten fold The Crazy Chronicle with its "news stories" about literary characters, a National Library Week publication sponsored by the Franklin Elementary School and the T.B. Scott Free Library of Merrill (photo by Harvey Rockwood, Wausau-Merrill Daily Herald).

Perhaps reflecting the diversification of its manufacturing and trade, Wisconsin employment has remained steadier than that of the nation as a whole, or that of neighboring states. In the 1965-1975 period, Wisconsin's employment growth rate was 131 percent of the Great Lakes Region's overall employment growth rate.

New mineral explorations in several central and northern counties may in the coming years cause some revival in Wisconsin's mining industry which had declined in the 1965-1975 decade.

Recreation-related industry and employment, barring a major nationwide depression, will continue to grow and diversify in Wisconsin. Wisconsin's economy will increasingly reflect what sociologist Daniel Bell has called a "post-industrial society."

The energy crisis in the United States, and the governmental policies which will be undertaken to tackle it, create economic uncertainties that make detailed economic projections difficult.

3. Trends in Education

Changes in population age groups are bringing changes to Wisconsin elementary and secondary education. The population group in ages 5 to 17 is declining in the 1975-1980 period at a significant rate. Population experts indicate this population group will continue to decline, although at a slower rate, from 1980 to 1985. School age population projections for Wisconsin in the period 1985 to 2000 show a steady rise back to the level of 1970. Such long-range projections must be uncertain, however, and can fluctuate considerably if birthrate and migration patterns change.

Where school populations will decline, hold steady or rise will depend on geographic patterns of general population change. Until at least 1985, the 1970-1977 trends can be expected to continue: sharpest enrollment declines in central city districts; suburban districts varying considerably; certain rural districts throughout the state registering enrollment increases.

The massive reorganization of public elementary and secondary education, which reduced the number of school districts in Wisconsin from a high of over 7000 some 40 years ago to fewer than 450 today, has been slowing down in recent years.

Felicia Mabuza-Suttle researches a final paper at the Marquette University Memorial Library, Milwaukee.

Nonpublic elementary and secondary schools and their enrollments declined drastically between 1955 and 1970, but since then have held up proportionately. In 1977-78, approximately 15 percent of Wisconsin elementary and secondary students are enrolled in nonpublic schools. This is the highest percentage among Middle Western states.

Although Wisconsin's state support of public elementary and secondary school costs has increased slowly in recent years, Wisconsin still ranks below Minnesota, Iowa, Michigan and Illinois in state aid as a percentage of total school revenues. It ranks 42nd nationally in state share of total revenues.

Federal and state legislation mandating equal educational opportunities for all handicapped children is likely to be seen as one of the most significant educational trends of the decade 1975-1985. Emphasis on national declines on standardized achievement tests is also receiving much attention, with reading skills being a particularly important target.

Education beyond high school in Wisconsin increased dramatically in 1965-1975 decade, and is still expanding, though at a slower rate. Institutions offering post-high school education include the campuses of the University of Wisconsin, the campuses of Wisconsin's Vocational, Technical and Adult Education system, private colleges, universities, trade and professional schools. Given the correlation between library usage and educational attainment, the growth of higher education in Wisconsin can be expected to have a significant impact on the use of library and information services.

By far the largest part of Wisconsin's recent higher education growth occurred in publicly financed institutions. If the percentage of high school graduates going on into higher education remains fairly constant, academic enrollment may continue to increase one to three percent per year through 1980, then level off and slowly decline as the state population age group 18-24 declines in numbers until 1995.

Other trends in college and university enrollments are potentially of significance to Wisconsin libraries. Older students make up an increasing share of total enrollments. The number of students age 24 and older in the University System increased more than 25 percent between 1972 and 1977. There is increased interest in part-time study. Societal changes—unemployment, underemployment, re-employment, changing role expectations of women and minorities, the need for continuing education/re-education for adults in professions and trades—are changing post-high school education and the expectations and needs of students who use libraries.

4. Mass Media, Communications and Technology

A Gallup Organization survey of 1975 (*The role of libraries in America*) asked a representative sample of American adults a question concerning sources they relied on for information they needed in their daily lives. Most of those questioned listed several sources of information. The leading sources mentioned, in rank order by percentages, were:

Newspapers	62%
Television	55%
Friends, relatives, acquaintances	40%
Magazines	39%
Radio	36%
Books	35%
Encyclopedias	28%
Pamphlets and brochures	22%
Business and trade publications	18%

The results, then, show that the mass media and friends are very heavily used sources of information, but that more specialized printed information sources continue to be significant.

Wisconsin newspaper readers can turn to 42 daily newspapers published in Wisconsin, and more than 200 weeklies. Much the largest statewide readership, however, belongs to the *Milwaukee sentinel* and the *Milwaukee journal*, and to two Madison dailies, the *Wisconsin state journal* and the *Capital times*. Regional and national dailies are also used fairly widely, including those published in Chicago and Minneapolis/St. Paul, the *New York times* and the *Wall Street journal*.

Seventeen commercial television stations broadcast in Wisconsin, originating in eight cities. Some Wisconsin residents also have access to commercial television stations in adjoining states, particularly Minnesota (Duluth, Minneapolis, St. Paul) and Illinois (Chicago, Rockford).

Wisconsin is fortunate in having one of the country's finest educational television networks. Under the leadership of the State Educational Communications Board, the State network now makes educational and cultural programing available to well over 90 percent of the state's residents. Daytime programing emphasizes classroom instructional programs, with more general education, informational and cultural programing offered in evening and weekend hours. Programs available are developed by national, state and local sources.

Cable and satellite television transmission technology is continually improving, and offering Wisconsin residents more depth and diversity in information services. Commercial community cable franchises in October 1977 provided services to approximately 158,540 households and businesses in Wisconsin.

In radio, also, Wisconsin residents have available a wide diversity of entertainment, information and education. In 1977, there were 148 commercial radio stations and 29 educational radio stations.

The use of computer technology is changing practices in Wisconsin business and industry at a steadily increasing pace. The capacity of computers is dramatically increasing, at the same time their size and cost are decreasing. In goverment, education and libraries, computers are responsible for storing and handling vast quantities of needed information.

John E. McMullen selects a large-print book at the Mabel Tainter Memorial Free Library, Menomonie (Dan Loonstra, Dunn County News photo).

5. Wisconsin Library Users: A Brief Profile

A 1975 Gallup Organization survey, *The role of libraries in Wisconsin,* profiled a sample of Wisconsin adults. Answers to the survey questions give clues to adult use of libraries in Wisconsin, with comparisons to data gathered in a national survey in the same year. Key findings are quoted below:

The Incidence of Library Usage

"Well over half (61%) of Wisconsin residents have used a library in the past two years. About a quarter (26%) report not having used one in the past ten years. This indicates a generally higher incidence of library usage than occurs nationally. Nationally, only 49% reported having used a library the past two years and 31% hadn't used one in the past ten years.

"There would appear to be two factors which are related to the higher usage of libraries in Wisconsin than in the nation as a whole. First, the Wisconsin population compared to the U.S. is more highly educated and there is a smaller proportion of lower socio-economic households in Wisconsin than in the nation. Both factors are predisposing to a higher rate of general readership and in turn a higher rate of library usage.

Education of Respondent	**Wisconsin**	**National**
Any college	26%	26%
High school graduate	48%	38%
Less than high school graduate	26%	36%

"Secondly, library usage in Wisconsin is more evident in all sectors of society than is the case nationally. Although the better educated in Wisconsin are more likely than the less well educated to use libraries, the less well educated person in Wisconsin is far more likely to use a library than is his counterpart nationally.

Jill Jorgenson, who came to the Elisha D. Smith Public Library, Menasha, for the bedtime story hour, selects a book for stories at home (photo by Copper Vanderwalker, Twin City News-Record).

Education of Respondent	Used Library in Past Two Years		
	Wisconsin	National	Ratio
Total	61%	49%	1.23
College	91%	81%	1.12
High school graduate	56%	50%	1.12
Less than high school graduate	38%	27%	1.41

"This relationship is evident in other characteristics related to library usage—age, occupation, level of readership, etc. In short, in Wisconsin libraries have been more successful in attracting groups who are not generally predisposed to library usage."

Users of library and information services in Wisconsin may be pictured by age groups, beginning with the preschoolers. Wisconsin's very young children absorb information and experience from the home and neighborhood, with family, friends and television playing large roles. Growing numbers of the very young also participate in nursery and day care programs, where they may be exposed to recorded music and poetry, and a variety of group learning experiences. Many first become acquainted with libraries through the preschool story hour in their village, city or branch public library.

Next comes the introduction to schools. Over the past dozen years, in both public and private elementary schools, Wisconsin children have had access to increasingly well-staffed and well-stocked instructional media centers. Classroom instruction is enriched by a variety of audiovisual materials and instructional radio and television programs. But not all elementary school buildings have instructional media centers. Most—but not all—elementary age childen can use a local public library for enrichment and recreational reading and viewing.

Older children and young adults in many schools—middle, junior and high schools—expand their library and information horizons in libraries and instructional materials centers. They learn through classroom experiences, and through acquaintance with museums, outdoor learning, plays and concerts. Television continues to be a pervasive influence. But young adults have not deserted the public libraries. Particularly in large cities, they use public libraries evenings and weekends, for study and recreation.

Gwen Whitegull, instructional materials center aide, tutors and assists ninth grade Native American students Paul Smith and Doug Frerks, as they listen to and view the story of Huck Finn, in the Black River Falls Junior High School instructional materials center.

Well over half of Wisconsin's new high school graduates begin formal post-high school educational programs, although not all of them complete them. A large part of post-high school formal learning is in the state's public institutions—vocational school and academic campuses. Increasing numbers of post-high school students learn to use computers as information tools, to add to the printed and audiovisual media already available to them. Many of these students supplement their use of campus libraries by extending their investigations to public, governmental and special libraries.

Out-of-school adult library and information users are predominantly public library users. They use the public library for personal recreation and cultural enrichment. Increasingly, they use it as an information source, and the large public libraries provide a wide variety of information through print and nonprint sources, including computer data bases.

Out-of-school adult information users in many cases are also users of libraries and information sources in their places of work—special libraries in business, industry and government departments.

Finally, many Wisconsin residents have special library and information needs, or problems of access to materials meeting those needs. Itemized below are samples:

1) The blind and visually handicapped, estimated to include about one percent of the total population

2) The deaf and hearing impaired

3) Those otherwise physically handicapped, including those on crutches or in wheelchairs

4) Those with mental handicaps

5) The functionally illiterate

6) The institutionalized, including those in state, county and municipal correctional institutions, and in mental health and nursing care centers

7) Wisconsin's Native American population, with special cultural and socio-economic needs

8) The growing Black population of Wisconsin

9) Those of Spanish-speaking backgrounds

Chapter II

Local Library and Information Services in Wisconsin

Although Wisconsin residents may most often think of their local library as their closest municipal public library or branch, it may for some be the school instructional media center, a vocational school library or media services program, a college library or two-year University of Wisconsin—Center System library. Others, for occupational or personal reasons, may turn first to a hospital library, a local government library or information service, or an industrial or business library.

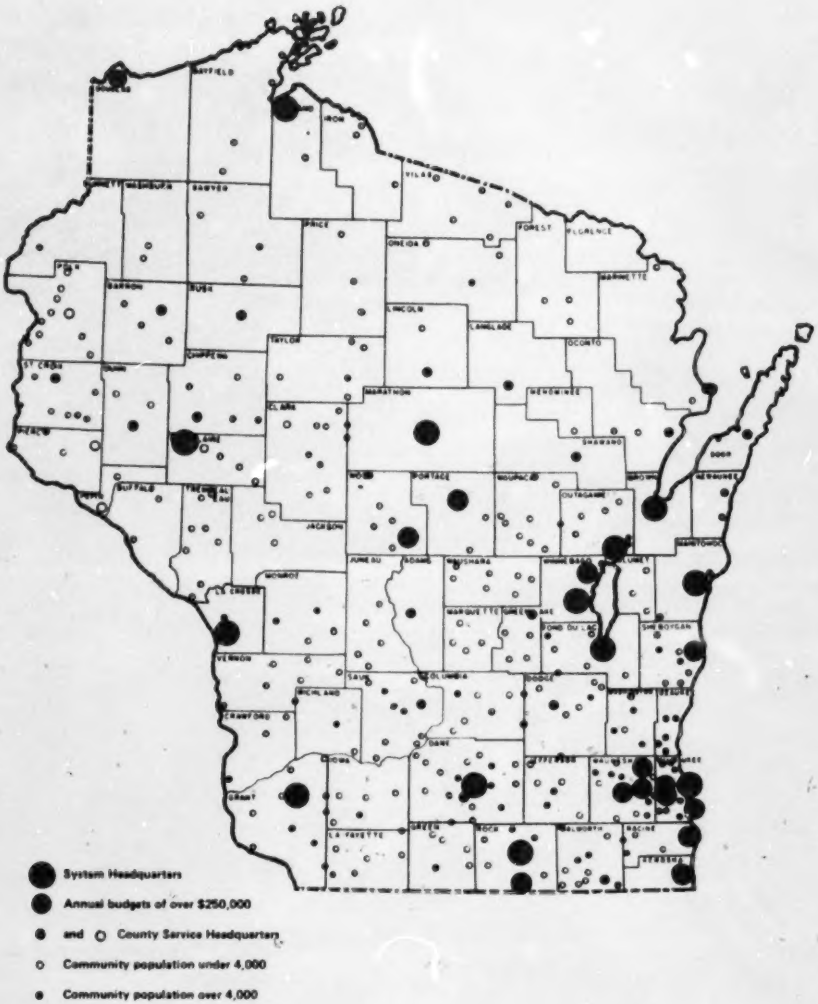
There are nearly 500 public libraries (including branches and stations) spread across Wisconsin. Seventy percent of them are located in communities of 4000 or less population; most of those are operated with annual budgets of less than $10,000.

At the other extreme are 23 public libraries with operating budgets of over $250,000. Some of these are located in spacious and functional new buildings, have a diversity of currently useful library materials in many formats, and are served by skilled and enthusiastic staffs.

In between these extremes are approximately a hundred libraries, better supported than most of the smallest libraries, but still not large or complex organizations. Depending upon local support and leadership, their services vary from barely adequate to excellent.

As of 1978, nearly two-thirds of these public libraries are affiliated with the 12 county or multicounty public library systems now operating. The opening of these system member libraries to all residents of the system area has given Wisconsin residents more freedom of choice and more breadth of service than they had in their individual local libraries.

Wisconsin Public Libraries



Bonnie Dobbs seeks information from Richard Thayer and Jeanne Douglas at the Janesville Public Library (photo courtesy of Janesville Gazette).

There are, however, still over 100,000 Wisconsin residents without legal access to public library services. Library buildings in many communities are overcrowded and have barriers limiting their use by the handicapped. Although continuing education opportunities are increasingly available, some community libraries are still not well prepared to supply the information needs of their users.

Although there are still many gaps in local public library service in Wisconsin, in nationwide and regional comparisons the state did fairly well. National statistics (1974-1975) showed Wisconsin public libraries ranked ninth in income per capita, ninth in volumes owned per capita, and twelfth in books circulated per capita. In comparison with adjacent states (Illinois, Iowa, Minnesota, Michigan), Wisconsin ranked first in public library income per capita, and in volumes owned per capita. In books circulated per capita, it ranked second.

Virginia Bell, instructional materials center Director, Black River Falls Junior High School, helps ninth grade General Science teacher Donald Erickson check on community resources.

To Wisconsin young people, the school instructional media center has become the most familiar "local library." In 1977-78, over one million Wisconsin young people were enrolled in the state's elementary schools. Approximately 170,000 were in nonpublic schools. These included 76 high schools, one junior high school, 745 elementary schools, and 72 K-12 schools, or a total of 894 schools.

Public school students were enrolled in 436 school districts in Wisconsin. There are 435 high schools, 184 junior high or middle schools, and 1629 elementary schools, making a

Whistle chairs offer comfortable spots for the weekly 20-minute Friday morning "read-in" enjoyed by everyone in the Royal Oaks Elementary School building in Sun Prairie.

The Prairie du Chien High School instructional materials center offers students a choice of tables or individual carrels for study.

total of 2248 schools. A total of 917,863 students were served in public schools in 1977-78. Public school districts varied greatly in size and resources.

Enrollment Size	Number of Districts	Percent of Total Districts
10,000+	12	2.8
5,000-9,999	15	3.4
4,000-4,999	15	3.4
3,000-3,999	15	3.4
2,000-2,999	49	11.2
1,000-1,999	120	27.6
500-999	129	29.6
Under 499	81	18.6

School libraries have been serving the instructional materials needs of students and staff in schools for many years. Libraries have long been recognized at the secondary school level. Originally, school libraries were storehouses for print materials only, that is, books and periodicals. As the use of audiovisual materials in classrooms became more widespread in the 1950s, libraries began to change in a recognition of the role of instructional materials of all kinds, print and audiovisual. This transition was somewhat slow, partly because of limited funds and a need to develop a more positive attitude toward the use of instructional materials in an audiovisual form.

The preferred organizational form in Wisconsin schools today is the instructional media center, which brings together learning resources and staff to serve as facilitators of learning processes for students and teachers. The four components of such centers are staff, collections, facilities and program. When combined at appropriate levels, they produce successful and meaningful learning experiences for all students.

Results of a 1978 study to determine the status of instructional media center programs in Wisconsin are now being tabulated and analyzed. The study focuses on staff, collections, expenditures, program organizations, equipment and facilities. A report is expected to be ready for distribution by September 1978.

Meanwhile, the available benchmark is a 1975 Wisconsin survey, which in turn offered comparisons with a 1965 survey. It showed substantial progress in the provision of media center services in public schools.

Percentage of Students in Public Schools with Library Media Centers

	Senior High Schools	Junior High Schools	Elementary Schools
1965	100%	97%	47%
1975	100%	99%	83%

In spite of all the progress that has been made in developing improved school media programs, much remains to be done. Facilities, materials and staffing are below reasonable standards in many schools. Wisconsin Statutes require school districts to "provide adequate instructional materials, texts and library services which reflect the cultural diversity and pluralistic nature of American society"; much more work will need to be done to meet this standard. And schools, and their media centers, are under constant pressure from would-be censors to limit their instructional resources to "safe" or "correct" materials.

The Beloit College Library

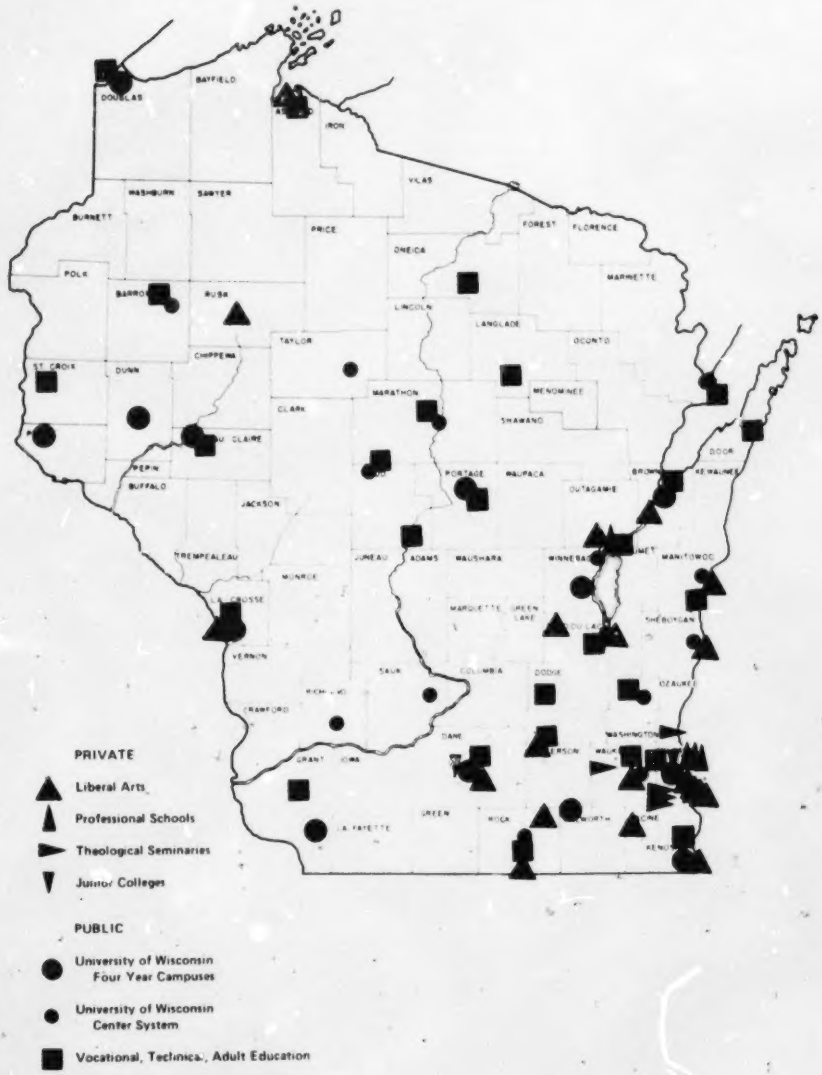
The University of Wisconsin—Madison Memorial Library has a spacious periodical room.

The library of the State Historical Society of Wisconsin, Madison, has unique materials.

As stated earlier, "local libraries" may mean to some Wisconsin residents the college or vocational school in which they are enrolled. Wisconsin's postsecondary education institutions, particularly in the 1965-1975 decade, grew dramatically in enrollments. Their libraries had to run very fast to stay in the same place.

In the period from 1975 to 1995, Wisconsin academic libraries will face a different problem. With declining numbers of people within the basic college attendance age levels of 18-25, enrollments are stabilizing or declining on many public college campuses. With budgets based on enrollments, and library staffing and materials costs rapidly increasing, academic library problems are growing. Private college and university libraries face even more drastic problems than those in public institutions in meeting inflationary pressures.

Wisconsin Academic Libraries



Total operating expenditures available in 1975-76 to some Wisconsin liberal arts college libraries was less than $75,000, which means minimal staff, and inadequate funds to purchase the library materials necessary for student use in all areas of the curriculum.

In 1976, the total volumes owned by the 75 academic libraries in Wisconsin was almost 10 million, but many individual students still had immediate access to very thin collections of books and serials. Wisconsin academic libraries employed 390 librarians, and almost 57 percent of library expenditures went for salaries. Particular budget pressures are noted in maintaining increasingly expensive periodical subscriptions, necessary to bring current research results to students and faculty.

Finally, as was indicated earlier, to some Wisconsin residents, the "local library" may be an office library in business, industry or government. Such libraries run the gamut from specialized research collections to a shelf of desk reference manuals.

The effectiveness of all these types of local libraries is enhanced when there is formal or informal cooperation among them. In hundreds of Wisconsin communities, such cooperation begins with the librarians meeting together to share problems and ideas. Less often, there are formal agreements between community institutions supporting libraries, or librarian organizations (community library coordinating councils), designed to improve resources and services through cooperative activities.

Baraboo community librarians plan together for National Library Week activities: first table, Darlene Cox, North Freedom Public Library; Jo Zipsie, Baraboo Public Library; Jane Whitney, East Elementary School; standing at first table, JoAnne Giese, Gordon L. Willson Elementary School; Bea Statz, Senior High School; second table, Nancy Nelson, Baraboo Public Library; Marg Donner, West Elementary School; standing at second table, Shiela Cates, Consultant for Community Cooperation; Ann Adkins, Baraboo Public Library; Doris Chaudoir, South Elementary School; Miriam Marini, Baraboo Public Library (Richard Maciejewski photo).

Chapter III

The Area and Library and Information Services

Denise Weig, Gifted and Talented Program secretary, Cooperative Educational Service Agency 11, La Crosse, gathers materials to send to teachers for their use in area schools.

Library and information sources can be delivered to more Wisconsin residents more effectively if they are coordinated and interconnected on an area basis. The focus here will be on cooperative library, media and information services on a county or multicounty basis, involving services among several independent agencies or organizations.

Of course, there are important library networks under an organizational jurisdiction: municipal public libraries with a main building and several branches; school districts operating media centers in a number of attendance centers; large campuses with separate departmental or subject area libraries. Wisconsin's 17 Vocational, Technical and Adult Education Districts cover the state. In some of them, there are both main campus library and audiovisual services and smaller libraries at branch attendance centers.

There are 19 Cooperative Educational Service Agencies in Wisconsin. Each agency is charged with the responsibility of developing and providing educational services to the public school districts within its boundaries based upon the requests and needs of those districts. Cooperative instructional media programs are being offered by many of these Agencies. Audiovisual equipment repair service, 16mm film and videotape libraries, instructional materials, cooperative purchasing of audiovisual equipment, delivery services, and dissemination of educational programs and practices are among the services offered.

Fourteen of the Cooperative Educational Service Agencies provide instructional materials to children with exceptional educational needs through Special Education Instructional Materials Centers. These centers provide students and teachers with the opportunity to utilize special materials and equipment, and to work with consulting teachers who travel to individual classrooms on a regular basis.

There are seven Regional Broadcast Instruction Councils in Wisconsin. Each has as its main purpose the best use of the instructional programs available from the educational radio and television networks. This includes providing information on program schedules, teacher manuals, conducting inservice programs, consultation and other services.

Rebecca Arndt of the Winnefox Federated Library System demonstrates the TTY machine, a telephone-typewriter combination that allows deaf persons in the area, using similar machines, to send and receive messages to and from the system headquarters.

Wisconsin academic and public libraries designated as depositories for federal and state documents constitute a less tightly defined area information pattern, in that they are required to organize the materials and to promote and assist library patrons in their use. Basic Units of the Wisconsin Health Science Library Network (libraries in clinics, hospitals, institutions) refer requests to other units in the area when appropriate.

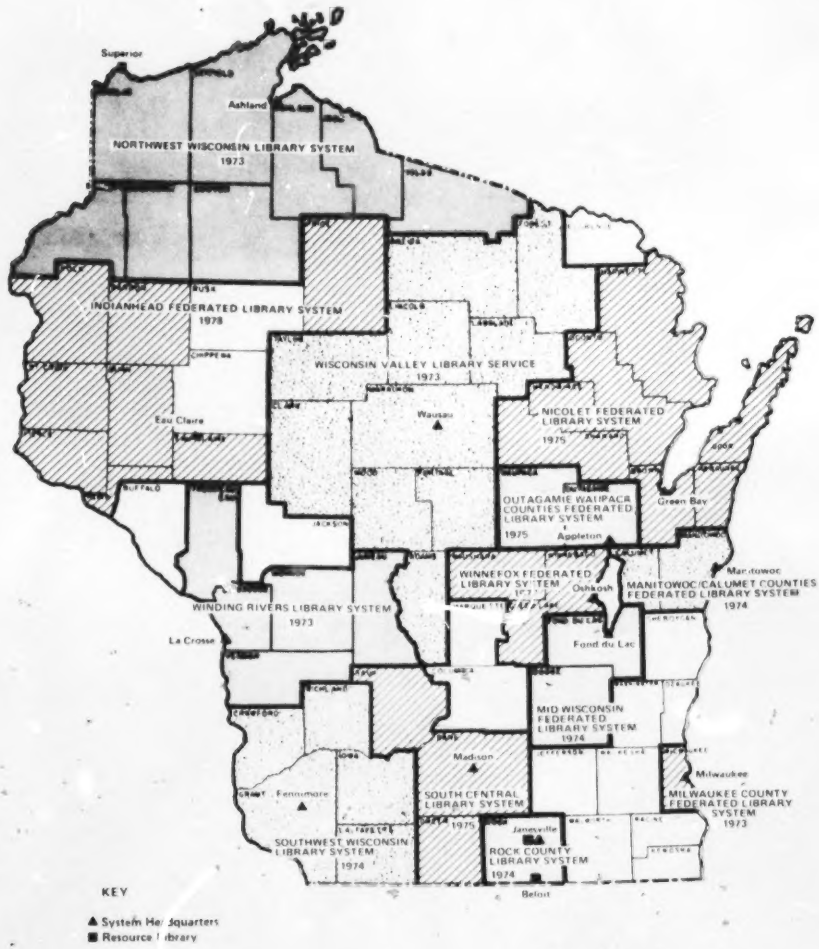
Wisconsin public library systems, based on legislation enacted in 1971, are designed to encourage groups of public libraries to organize and cooperate in order to fulfill the library needs of people residing in the defined system area. State aid funds are provided under a statutory formula to be used for areawide supplementary and coordinative services. Systems are governed by citizen boards appointed by the county boards included in the system.

Each public library system is mandated by statute to perform certain services, according to the number of years the system has been operating. After three years, systems must offer: interloan of library materials among all participating libraries; reference and referral services from the headquarters library; complete library services in the headquarters library to all residents of the system area; service agreements with all adjacent library systems; inservice training for library personnel within the system; rapid and regular delivery and communication systems; the honoring of valid borrowers' cards of all public libraries in the system by all public libraries in the system.

In addition, public library systems are required to develop formal agreements with other types of libraries in the system area, providing for appropriate sharing of library resources to benefit the clientele of all libraries. Finally, each system is to engage in systematic planning with the state Division for Library Services on personnel, services and library materials. Such planning is also to include methods of providing service to isolated, disadvantaged and handicapped residents, and of furthering cooperative activities among all types of libraries in the system area.

In 1978, there are 12 public library systems in Wisconsin, serving the residents of 57 of Wisconsin's 72 counties. However, among the 15 counties not included in public library systems are several populous ones, so that 30 percent of Wisconsin residents still are not served by systems. A primary deterrent to the growth of public library systems has been the irregular and unpredictable pattern of state financial support.

Wisconsin Public Library Systems 1978



Multitype Library Organizations and Developing Area Multitype Library Organizations in Wisconsin

Existing Organizations
Madison Area Library Council
Tri-county Library Council
Northeast Wisconsin Intertype Libraries
Library Council of Metropolitan Milwaukee
Fox Valley Library Council
Planned Organizations
Southwest Wisconsin Library System
Winding Rivers Library System
Wisconsin Valley Library Service
Mid-Wisconsin Federated Library System
Note: Libraries within counties, not counties themselves, belong to councils.
May 1978

The Winding Rivers Library System bookmobile serves a variety of users at the La Farge Public Library stop (La Farge Epitaph photo).

Growing up before or along with public library systems have been area multitype library councils. The best established are the Library Council of Metropolitan Milwaukee, Madison Area Library Council, Northeast Wisconsin Intertype Libraries and Tri-county Library Council (Kenosha, Racine, Walworth).

Area multitype library councils are voluntary nonprofit educational corporations, formed to plan and promote cooperative activities among libraries and librarians. They have started through a belief of individual librarians that by working together they can improve library and information services for their users.

Possible Cooperative Services

Interlibrary loan
Delivery services
Cooperative processing
Union lists
Coordinated acquisitions
Continuing education
Joint use of technology
Shared selection tools
Personnel interchange
Examination centers
Shared equipment
Newsletters
Joint publicity
Reference referral
Communication systems
Joint planning

These councils have had a great success in fostering a cooperative planning environment, and in promoting communication and information sharing among librarians. Area programs of continuing education for librarians have been carried out, as well as specialized resource sharing activities. Lack of secure funding and lack of resources to carry out large-scale programs are current weaknesses.

As noted earlier, public library systems are mandated to participate in multitype library planning, and to foster library resource sharing programs. In several areas, they are carrying out this mandate by contracting or cooperating with area multitype councils. In other systems, multitype library councils are being formed. Area library associations and advisory committees representing all types of libraries are other methods being tried to provide better use of library resources in some areas of Wisconsin.

Area library coordination, effectively carried out, will make it possible for state-level resources and services to be more appropriately used.

Chapter IV

Statewide Library and Information Services

The daily lives of most Wisconsin residents are enriched by a variety of statewide library and information services. Most of these services are established by state legislation and supported basically by state budgets. Many of them are made better through the support of federal programs and dollars. Some are supported with local tax dollars. Others operate basically on a volunteer basis. Details concerning most of them are available in Chapter 1, "Wisconsin Library Network," in the *Wisconsin library service record*, an annual publication of the Division for Library Services.

State information services are available for Wisconsin legislators and their staffs through the Legislative Reference Bureau; state executive branch department employees are served through individual state agency libraries, supplemented by the Reference and Loan Library; the state judicial system is served by the State Law Library.

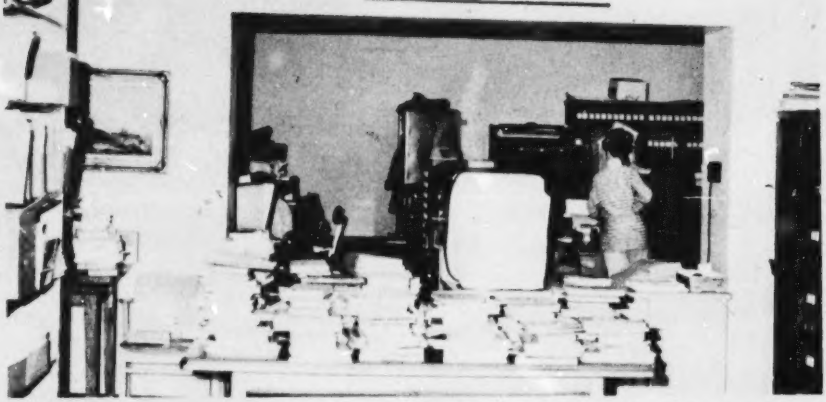
Wisconsin's state educational radio and television network, one of the finest in the United States, illustrates the best principles of local, state and federal cooperation in programing to provide the widest possible spectrum of educational, informational and cultural services.

The Memorial Library and the other general and special libraries on the campus of the University of Wisconsin—Madison constitute one of Wisconsin's greatest statewide library and information resources. The primary mission of these libraries is to serve the student, faculty and researcher needs of the campus. However, through the Wisconsin Interlibrary Loan Service, they make their information available to other libraries (and their users). In terms of information sharing UW—Madison libraries are one of two major research library clusters in the United States currently supplying more than 100,000 interlibrary loans per year.

Closely related to UW—Madison libraries, but with a number of distinct statewide information service responsibilities, is the State Historical Society of Wisconsin. Its nationally recognized American history collections in books, newspapers and other periodicals, maps, manuscripts and government documents are widely used in Wisconsin and throughout the nation. Naturally enough, it has special responsibilities for Wisconsin's historical record. These go beyond the collection and organization of written materials and historical artifacts, to include stimulation and support of local and area historical efforts.

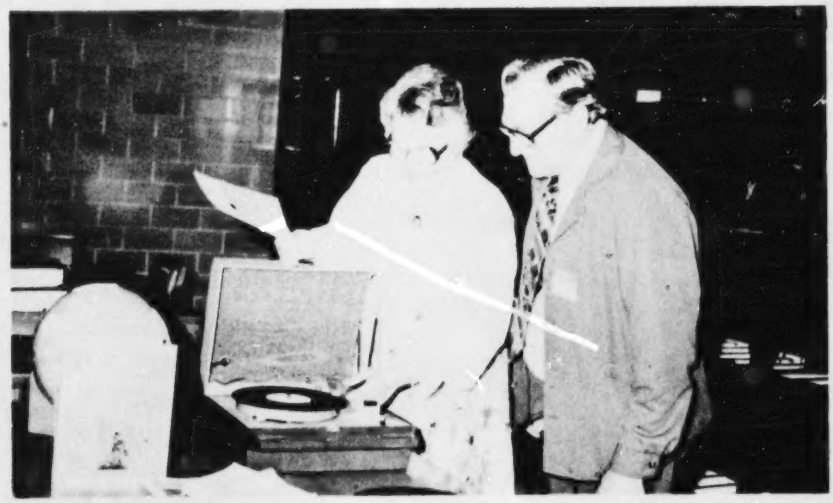
The Milwaukee Public Library is the state's largest public library, with a collecton of 2.5 million volumes. It serves not only Milwaukee city residents, but also, as the headquarters library of Milwaukee County Federated Library System, those in all of Milwaukee County.

INTERLIBRARY SERVICES

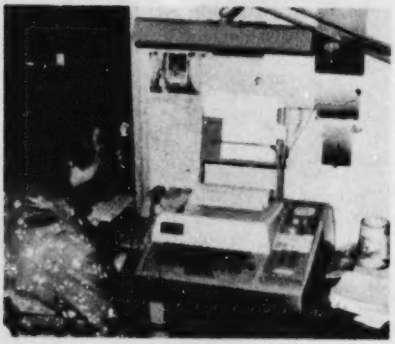


Interlibrary Services of the Milwaukee Public Library, through a referral system, serve needs not met locally or by an intermediary library, of people all over the state.

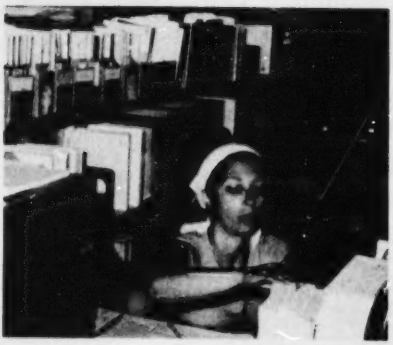
Finally, under a state contract with the Division for Library Services, it operates as a state interlibrary loan center for requests referred to it from the state Reference and Loan Library. The Milwaukee Public Library also operates, under state contract, the Wisconsin Regional Library for the Blind and Physically Handicapped. Through this facility, any visually handicapped person in Wisconsin can borrow, postage free, library materials in Talking Books (extra long-playing records), audio cassettes or Braille format.



Mary Leon Miller, Librarian, demonstrates a Talking Book Machine to Winton Sanger, Three Lakes, in the Wisconsin Regional Library for the Blind and Physically Handicapped, Milwaukee.

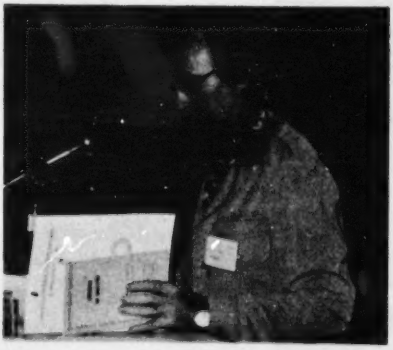


Barbara Kong operates the teletype machine in the Reference and Loan Library to help speed materials and information to users of many libraries over the state.



Kathy Schneider works with the state and federal publications received by the Reference and Loan Library as a document depository giving statewide service.

Janice Lang uses the OCLC, Inc. terminal for assistance in cataloging materials in the Reference and Loan Library and for verification of items requested by other libraries.



Charles Bunge directs the University of Wisconsin—Madison Library School and gives other statewide service through his work on committees and through organizations. Currently he is Conference Chairman for the Wisconsin Governor's Conference on Library and Information Services.

The state Reference and Loan Library, a bureau of the Division for Library Services, provides backup to the information needs of the libraries included in Wisconsin's public library systems, as a supplement to the resources available through system resource libraries. To the extent possible with existing resources, it also offers supplementary materials and services to local school and public libraries not yet affiliated with systems. Specialized areas of information backup services are provided to state agency and state institution libraries.

Vital to the provision of library and information services in Wisconsin are the professional educational opportunities made available in library schools, library education classes and audiovisual and information training programs in Wisconsin colleges and universities. In addition to providing basic technical and professional education, many of them offer continuing education opportunities through postgraduate courses, seminars, institutes and other devices. UW—Extension's use of an Educational Telephone Network has been a noteworthy effort at professional and continuing education on a statewide basis.

Wisconsin Library Consortium Members 1978

Colleges and Universities

+ University of Wisconsin System:

University of Wisconsin—Eau Claire
University of Wisconsin—Green Bay
University of Wisconsin—La Crosse
University of Wisconsin—Madison/Health Sciences
University of Wisconsin—Madison/Instructional Materials Center
University of Wisconsin—Madison/Law
University of Wisconsin—Madison/Memorial Library
University of Wisconsin—Milwaukee
University of Wisconsin—Milwaukee/School of Library Science
University of Wisconsin—Oshkosh
University of Wisconsin—Parkside, Kenosha
University of Wisconsin—Platteville
University of Wisconsin—River Falls
University of Wisconsin—Stout, Menomonie
University of Wisconsin—Whitewater

◦ Private Institutions:

Alverno College, Milwaukee
Carroll College, Waukesha
Carthage College, Kenosha
Marquette University, Milwaukee
Medical College of Wisconsin, Milwaukee

State Agencies:

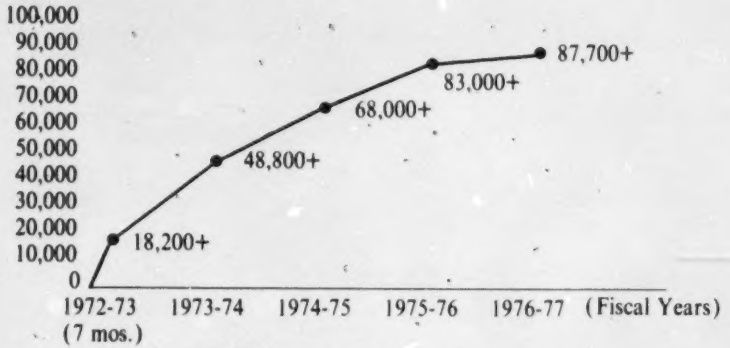
Bureau for Reference and Loan Services, Madison
State Historical Society of Wisconsin, Madison

• Public Libraries:

Brown County Library, Green Bay
Eau Claire Public Library
La Crosse Public Library
Madison Public Library
Manitowoc Public Library
Marathon County Public Library, Wausau
Mid-Wisconsin Federated Library System, Fond du Lac
Milwaukee Public Library
Oshkosh Public Library
Racine Public Library

Nancy Marshall, Director of the Wisconsin Interlibrary Loan Service, and Joseph Treyz, Chairman Elect of the parent Council of Wisconsin Librarians, check the mailing operations of the Service, located in the University of Wisconsin—Madison Memorial Library.

Wisconsin Interlibrary Loan Service Requests



The Council of Wisconsin Librarians, a library planning and networking group representing all types of Wisconsin libraries, has planned and implemented two important statewide interlibrary service programs, Wisconsin Interlibrary Loan Service, and the Wisconsin Library Consortium. Through the Wisconsin Library Consortium, many of Wisconsin's largest academic, public and special libraries are connected with OCLC, Inc., formerly the Ohio College Library Center, a vast national computerized cataloging service. Wisconsin Interlibrary Loan Service provides a staff and communication facilities permitting quick sharing of UW—Madison library resources with users of other libraries.

The Council of Wisconsin Librarians provides a stable organizational base for continuing planning of library resource sharing and networking activities. State library networks are formal arrangements for sharing materials and services, most often using telecommunications and computers.

The official advisory group to the State Superintendent of Public Instruction concerning library development and interlibrary cooperation is the Council on Library Development. Seven of its members are appointed by the Governor, and an additional four are designated representatives of state agencies.

Frances Wood and John Luedtke, Information Services Division, Kurt F. Wendt Engineering Library, University of Wisconsin—Madison, check the logic on a computer printout. With the computer terminal reference service is given to public library users statewide under a contract from the Reference and Loan Library.

The Wisconsin Division for Library Services is charged by law with coordinating statewide library planning and research, facilitating interlibrary cooperation, and maintaining a library to supplement the resources of other libraries in the state. It is directly responsible, under the State Superintendent, for promoting the development of adequate public library services and school media programs. In carrying out these responsibilities, it provides leadership and support, and in turn receives cooperation from, statewide library and information organizations. Standards for services, facilities and personnel fall within its purview.

The Division for Library Services, through its Bureau of Public and Cooperative Library Services, administers grants under the federal Library Services and Construction Act. This is a state plan based program for the improvement of public and specialized library programs, and for cooperative services among two or more kinds of libraries.

The Library Services and Construction Act funds, as well as those from the federal Elementary and Secondary Education Act, have been used to experiment with new library materials and services, and to direct library services to poorly served groups in Wisconsin's population. Particular efforts have been made to plan with minority groups, such as Native Americans and Hispanos, for improved information services relevant to their needs.

The Division's Bureau of Instructional Media Programs works to assure that all students in Wisconsin elementary and secondary schools are provided effective instructional media staff, centers and programs in order to maximize students' opportunities for achievement in the learning process. Ongoing services to schools fall under three major categories: consultation, leadership and supervision. This Bureau has a special concern for assisting public schools in complying with Statutory mandates, federal requirements and Department of Public Instruction standards and guidelines.

Basic to the future effectiveness of Wisconsin library and information services is continued exploration and experimentation with applications of modern technology. Although such applications are being tried in many individual libraries in Wisconsin, state-level leadership is required in order to insure that such experiments are properly evaluated, and when proved effective, made available to other libraries.

Finally, automated and other technology in Wisconsin libraries must develop in compatible formats and programs, so that library and information resources may be interconnected easily, and be made available to the general public in a cost-effective manner. This will require a statewide networking plan, supported by state legislation and funding.

MIDLNET

Midwest Region Library Network

Chapter V

Regional and National Library and Information Services

Over the last 15 years, many regions of the United States have experimented with multistate library networks, designed to provide organizational arrangements making possible the linking together of broad regional library and information resources. They have been seen as laboratories for the application of computer and communication technologies to bibliographical control, research library management, and resource sharing in a regional environment. They have been organized and funded in a variety of ways, but have generally relied on library memberships for basic organizational activities, and on the federal government and private foundations for capital to experiment with costly automated networking activities.

Wisconsin has participated for nearly three years in one of the newest multistate information networks, the Midwest Region Library Network. In its rather brief existence, the Network has developed consortia arrangements for certain libraries to participate in computerized cataloging through OCLC, Inc.; and made commercially available bibliographic data bases available to libraries in the region through a Network contract with Bibliographic Retrieval Services, Inc.

Major objectives of the Midwest Region Library Network, as revised in October 1977, are to: 1) promote access by Midwest libraries to the nation's bibliographic resources; 2) provide a voice for the Midwest in the emerging national library network and serve as a vehicle for participation of the Midwest in any funding that may be available for general regional library network development; 3) promote rapid and efficient access to and delivery of the library resources of the Midwest to library users through coordination of existing agencies; 4) improve coordination and utilization of the human and technological resources of Midwest libraries.

Another regional organization, more loosely structured, is the Midwest Federation of Library Associations. It has neither individual nor library members, but consists of statewide library associations in the upper Midwest. Its current activities include the sponsoring, on an every fourth year basis, of a Midwest Library Conference, which it hopes will make librarians of the region better acquainted with one another, and hence foster cooperative library and information projects.

No attempt will be made here to list even all the major national organizations concerned with library and information. Some of the largest and most active are the American Library Association, American Society for Information Science, Association for Educational Communications and Technology, and the Special Libraries Association. These societies and associations share an interest in promoting the use of information in the United States. Research and dissemination activities, continuing education, development of standards, and

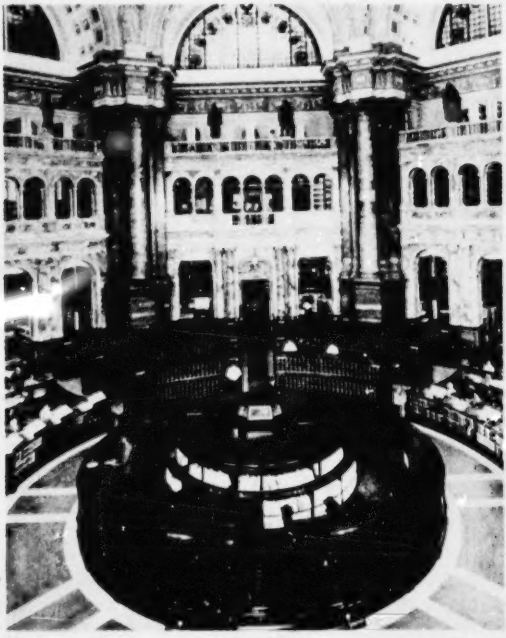
legislative advocacy are common functions of these and similar associations, and they often cooperate on particular programs.

Library activities of the federal government are many and varied. Federal libraries may be found on overseas military bases, in remote wilderness areas, on Indian reservations and in Veterans Administration hospitals.

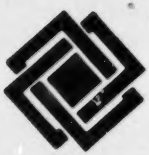
At the level of nationwide leadership responsibilities, however, three federal library organizations are of greatest significance: The Library of Congress, the National Commission on Libraries and Information Science, and the Office of Libraries and Learning Resources of the Department of Health, Education and Welfare.

The status of the Library of Congress as our closest equivalent of a national library has evolved over the last century. Organizationally, it is still the Congress' library, administered as a legislative agency. Under a succession of strong librarians, and with natural advantages as a depository of copyrighted works, of government documents and of materials exchanged with other governments, the Library of Congress has become one of the world's greatest research libraries. Its preeminent status among American libraries has caused it to assume leadership functions in reseach, bibliography and services to other libraries. At present, with the assistance of a National Advisory Committee, it is developing plans for the library bibliographic component of a national library and information service network.

The national library bibliographic component would be designed to establish, and to keep immediately available on-line in computers, a comprehensive and consistent descriptive record of published information sources available in the United States, in whatever format they existed. Ideally, this record would also contain a record of the locations—in library and information centers—of the bibliographic means described.



Library of Congress, Washington, D.C.



The National Commission on Libraries and Information Science

Much newer on the national scene is the National Commission on Libraries and Information Science. Its Presidentially appointed members include both professionals in library and information science and lay members concerned with the provision of and access to information. Administrative responsibilities for planning and carrying out the 1979 White House Conference on Library and Information Services were given to the Commission.

Although the National Commission has studied and promoted positions on a wide range of library and information concerns, its most significant and widely discussed product is the 1975 publication, *Toward a national program for library and information services: goals for action.* It covers a broad range of issues from a national perspective.

Highlighted in the report is the major federal responsibility of planning and implementing a nationwide network of libraries and information centers encompassing state networks, multistate networks, and specialized networks in the public and private sectors. The federal role is seen as encouragement through financial incentives, working with groups on necessary standards, and establishing the loci of certain national networking centers and services.

Other Program Objectives of the proposed National Program are:

Objective 1. Ensure that basic minimums of library and information services adequate to meet the needs of all local communities are satisfied.

Objective 2. Provide adequate special services to special constituencies, including the unserved.

Objective 3. Strengthen existing statewide resources and systems.

Objective 4. Ensure basic and continuing education of personnel essential to the implementation of a National Program.

Objective 5. Coordinate existing federal programs of library and information services.

Objective 6. Encourage the private sector (comprising organizations which are not directly tax supported) to become an active partner in the development of the National Program.

Objective 7. Establish a locus of federal responsibility charged with implementing the national network and coordinating the National Program under the policy guidance of the National Commission.

A library presence in the federal Office of Education has existed for over a century. Until after World War II, however, its functions were largely of a statistical and narrative reporting nature. Beginning in 1956, with the passage of the Library Services Act, it has been assigned responsibility for administering a complex variety of federal library and educational technology programs.

Currently named the Office of Library and Learning Resources, it is expected in the coming months to move with other education functions of the Department of Health, Education and Welfare and other federal agencies into a new Department of Education. It is hoped that this move will enhance its leadership as well as program management functons.

Many national concerns in library and information services are shared by state and local levels. Unique to the federal level is the matter of copyright. Federal authority derives from the U.S. Constitution and is designed to encourage and protect the producers of ideas.

The first basic revision of the Copyright Law in nearly 70 years became law on October 19, 1976. Many of its key provisions became effective January 1, 1978. Designed to take account of all the new forms in which information is now created and disseminated, and to attempt to balance more clearly the often conflicting rights of producers and users of knowledge, its provisions are of concern to authors, composers and producers, as well as to those operating libraries, archives, museums and information services.

The new Copyright Law is being implemented under regulations drafted by the Register of Copyrights, and with the assistance of guidelines developed cooperatively by interested groups and associations. Of particular concern to users of libraries is that the Copyright Law, as administered, and as subsequently interpreted by the courts, does not unfairly limit information resource sharing and networking activities.

Another pervading national concern, with many aspects, is freedom of access to information. One always-recurring aspect is freedom of speech and of the press. Many groups and individuals believe that library and information centers, particularly those supported by public funds, should not make available certain types of controversial information or materials, or should restrict their use. Other groups and individuals have advocated, for both constitutional and public policy reasons, the broadest availability of materials reflecting all points of view.

Another limitation on access to information is simply the availability of library services. Nationally, several million citizens do not yet have legal access to public library services. Elementary school instructional media centers are lacking in hundreds of school buildings across the country. Leadership, planning and of course funding will be necessary to overcome this kind of lack of access to information.

Many groups and individuals, for special reasons, lack access to library and information services; or the services they receive are inadequate or inappropriate. The handicapped constitute one large category with special needs. There are certainly federal, state, local and volunteer efforts on many fronts to improve the lot of the mentally and physically handicapped in American society. Those in wheelchairs or on crutches, or with visual or hearing handicaps, need access to information as well as many other support services.

Native Americans and Hispanic American residents often have special problems of access to libraries, or find most of the services available have very little relevance to their basic needs. Many others in our society have special information problems because of socio-economic or educational status. In a democratic society, ways must be found to narrow the gaps in access to information, so that participation in government and the economy can be more open to all.

These problems and many more in the provision of library and information services must be attacked more consistently and comprehensively. The responsibility may be shared by local, state and national governments, by groups and associations with special interests. Ultimately, however, individual citizen understanding of the problems, and commitment to overcoming them, will be necessary.

Chapter VI

Goals and Objectives: A Summary Update

In previous editions of the Long-Range Program, goals and objectives, in a Management by Objectives format, have been included in each of the chapters, following general descriptive material.

For this edition, most of these goals and objectives have been updated and are included in this chapter. Goals and objectives of the Division for Library Services and its bureaus, however, are scheduled for inclusion in the September-October 1978 issue of the *Wisconsin library bulletin.*

Public Library Services Goals and Objectives

Unit Goal

To assure all residents of the state easy access to public library service meeting at least minimum state standards.

Performance Indicators

1. Number of people in the state without legal access to public library service.
2. Number of people in the state with access to public libraries not affiliated with cooperative library service programs or public library systems.
3. Number of people in the state with access to cooperative library service, e.g., county library service, as distinguished from public library systems.
4. Number of people in the state with access to public library systems meeting the provisional Wisconsin Administrative Code rules and Statutory services requirements.
5. Number of people in the state with access to public library systems meeting the standards established by the Division for Library Services.

Unit Objective I

Increase the number of people who have access to public library systems potentially meeting Statutory and Administrative Code rules from the 3,470,491 population included on January 1, 1978, to the total state population by January 1, 1982. Actual compliance with statutory services is phased in over a three-year period.

Performance Indicator	Unit of Measure	1/1/78	Worst Acceptable	Expected Normal	Best Expected	Objective
Number of state residents with access to public library systems meeting rules and requirements	Population included in approved system	3,470,491	3,470,491	3,500,000	4,627,384	4,627,384

Progress Toward Unit Objective

Although the minimum objective indicated in the 1977 Program for 1978 was nearly reached, it was made clear that there are two main obstacles to complete state coverage of library systems in the next few years. First, in many of the 15 counties not yet included in systems, fears of possible loss of local control are particularly strong. Second, there is concern in both these 15 counties, and in those now in library systems, that state financial support will not be adequate to provide the intended results.

The five-year estimates below are based on the following considerations. Maximums assume the state will provide funding at present full statutory funding amounts, plus an inflationary adjustment. Minimums assume state funding at 80 to 100 percent of the present formula.

1979 Maximum: 16 public library systems, serving approximately 4,155,000
Minimum: 14 public library systems, serving approximately 3,800,000
1980 Maximum: 16 public library systems, serving approximately 4,350,000
Minimum: 16 public library systems, serving approximately 4,110,000
1981 Maximum: 17 public library systems, serving total state population
Minimum: 16 public library systems, serving approximately 4,350,000
1982 By January 1, 1982, the total state population will be served by public library systems

Strategy for Achieving Objective

1. Working with organizations and individuals in the state to restore funding to 100 percent of the statutory formula.
2. Concentration on remaining counties not yet in library systems, including offering them extra consulting help, and offering federally funded demonstration projects.
3. Helping existing systems to develop and publicize improved services, so that the benefits of system participation will be better known.

Unit Objective II

Assist public library system personnel in developing and improving methods of administering systems in order to improve the quality of services and operations.

Strategy for Achieving Objective

Public library system staffs and staffs of libraries participating in systems are operating in new and unfamiliar roles. The Division for Library Services in its planning with system staffs needs to help them adjust to these changing roles and responsibilities. Among the most promising methods of working toward this objective are: 1) the development and dis-

tribution of more detailed written materials to assist systems in planning and services; 2) provision of more specialist services to the systems from the Division's consulting staff; and 3) enhancing opportunities for appropriate continuing education for system personnel.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for completion
1. Prepare a new series of Public Library System Information Bulletins to help systems comply with statutory service requirements.	Completed October 1977
2. Provide specialized consulting services to meet new needs of system staffs	Continuous to 1982
3. Provide systems with a manual and improved forms for long-range and annual planning	August 1978
4. Enlarge and extend the manual for system operation and management to include chapters on planning, evaluation and consulting services.	January 1980

Progress Toward Unit Objective

The initial edition of the *Wisconsin public library system manual* was completed and distributed in January 1977. By October 1977, the Division staff had prepared and distributed new Public Library System Information Bulletins to help systems comply with statutory service requirements included in the 1977-79 biennial budget law, as well as new forms for system annual programs and long-range plans. It is the intent to review the new forms in 1978, and revise them as appropriate.

An initial revision of public library consultant position descriptions has been completed, to reflect the assignment of specialist responsibilities to present staff. Staff members are being encouraged to develop specialist skills through study, contact with others in the specialty, and attendance at institutes and conferences. There is evident the need for additional specialist consultant services in the areas of adult services, public library facilities, and technology and automation. As generalist responsibilities decrease in future years, and system personnel is strengthened, specialist services will be increased in both breadth and depth.

Public Library Facilities

With the opening in 1977 of the new Eau Claire Public Library building, the final fruits of nine years of federal matching funds for public library construction have been harvested. Library Services and Construction Act Title II (Public Library Construction) was enacted into law in 1964, and funds were provided through fiscal year 1973.

The funds were well used, and the results for Wisconsin impressive. Details on the background of public library facilities are available in the 1975 Revision of this Long-Range Program, pages 260-263 (*Wisconsin library bulletin*, volume 71, number 5, Supplement, September-October 1975).

Final Federal regulations prohibiting discrimination against the handicapped became effective in June 1977. Applying to all libraries that receive federal assistance from the

Department of Health, Education and Welfare, the requirements are: 1) All new facilities are to be readily accessible to and usable by handicapped persons; 2) activities in existing facilities are to be made accessible by July 20. If structural changes are needed, they must be completed within three years.

Based on existing evidence in its offices, the Division in March 1977 estimated that at least 55 Wisconsin public libraries would require fairly extensive remodeling in order to comply with the regulations regarding accessibility to the handicapped. Cost of the necessary remodeling would be between $1,000,000 and $1,400,000. Not considered in the estimate were the many more libraries which will need equipment changes or minor remodeling to comply with the regulations.

The state library agency retains a responsibility for assisting municipalities, public library boards and public library staffs in maintenance or remodeling of existing facilities, and in planning new structures.

Unit Goal

To assure that all public library service programs are housed in physical facilities that are appropriate to their materials, staff, clientele and service needs, and sufficiently flexible and expandable to provide for changing requirements.

Performance Indicators

1. Number of square feet of additional floor space needed, including replacements and additions.
2. Percentage of public library buildings, without major remodeling, that are at least 50 years old.
3. Reduction in number of public library buildings which have structural problems in meeting standards for accessibility to the handicapped.

Unit Objective I

Increase percentage of local public libraries which have prepared an adequate long-range facilities program from the present estimated 12 percent to 25 percent (five-year objective).

Performance Indicator	Unit of Measure	Present Performance	Worst Acceptable	Expected Normal	Best Expected	Objective
Percentage of local libraries with adequate written long-range facilities program	% of libraries with adequate written facilities programs to total number of public libraries	13%	13%	30%	40%	25%

Strategy for Achieving Objective

Despite a periodic inventory of public library facilities needs conducted by the state library agency, it is evident from contacts with public library staffs and boards that few community libraries have analyzed their space needs or made citizens and officials aware of them. Although brochures and descriptive materials have been mailed to all public libraries, it is evident that a more concentrated and continual educational effort will need to be made.

During the period July 1977-October 1978, the Division will distribute information concerning standards for making libraries fully accessible to the handicapped, and assist individual libraries with special problems with compliance.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for Completion
1. Prepare a model long-range community library facilities handbook with the assistance on a contractual basis of a nationally recognized consultant.	October 1978
2. Assign and develop a part-time library facility specialty within the public library consulting staff.	January 1979
3. Assist public libraries in making their facilities fully accessible to the handicapped.	Continuous through 1982

Comment on Strategy for Achieving Objective

A library facilities program brochure was completed and distributed late in 1977. Library building consultant Raymond Holt is now readying for printing a more detailed building handbook. The Division has begun using its newsletter, *Channel DLS*, to spread information about compliance with regulations regarding service to the handicapped.

Public Library Services for the Disadvantaged

For historical background on Wisconsin public library services to the disadvantaged, the reader is referred to the 1976 Revision of this Long-Range Program.

Of Wisconsin's total 1970 population of 4,417,731, 3.6 percent or 158,722 were identified as nonwhite. Cities with more than five percent nonwhite population were Milwaukee (14.7 percent), Racine (10.5 percent), and Beloit (7.3 percent). The preliminary Negro population total was 128,244; American Indian population, 18,924. Staff experts in the Department of Industry, Labor, and Human Relations estimate Wisconsin's Spanish-speaking population at 41,402, most of them residents of the urban centers of southeastern Wisconsin.

Identification of urban areas with a high concentration of disadvantaged persons in terms of the Wisconsin situation has much relevance for library programs only in the City of Milwaukee. There are certainly urban and disadvantaged in other urban areas, but not in the concentration making possible separate grants to census tracts or ward areas for library services.

The measurement of disadvantaged in rural areas, based on Wisconsin areas qualified under the Public Works and Economic Development Act of 1965, included, in the last survey available, 23 of Wisconsin's 72 counties, mostly concentrated in the north, central and west central areas. Again it must be said in terms of public library services that this identification is not very relevant. Even wealthy agricultural counties have pockets of rural poor.

It needs to be pointed out that in both rural and urban areas many of the disadvantaged may also be visually and physically handicapped. Therefore, in terms of targeted public library service programs there may be overlap in the kinds of programs mentioned in vari-

ous parts of the Long-Range Program. Urban areas, as well as rural, have large numbers of aging who are disadvantaged.

Unit Goal

To continue the development of programs that will provide meaningful public library services to the urban and rural disadvantaged, and to racial minorities with special needs.

Performance Indicators

1. Adequacy of information on and location of Wisconsin residents with economic, cultural and educational deprivation which creates need for special public library programs.
2. Number of staff members of Wisconsin public libraries and public library systems with special training in public library outreach programs.
3. Number of disadvantaged Wisconsin residents being served by special public library programs for the disadvantaged.
4. Extent to which representatives of the disadvantaged have been involved in planning, implementing and evaluating outreach programs.
5. Extent to which print and nonprint materials on ethnic cultures are available in Wisconsin public libraries and public library systems.

Unit Objective I

Increase percentage of Wisconsin's disadvantaged persons having easily available relevant public library service programs from the presently estimated 22 percent (1977) to 30 percent (1982).

Performance Indicator	Unit of Measure	Present Performance	Worst Acceptable	Expected Normal	Best Expected	Objective
Number of disadvantaged Wisconsin residents being served by special public library programs for the disadvantaged	% of disadvantaged persons with easily available and relevant public library service programs	22%	22%	20%	40%	30%

Strategy for Achieving Objective

Much more emphasis is expected to be given, over the next five-year period, to long-range planning with public library systems. One of the newly enacted statutory requirements for systems is continuous planning with the Division on methods of providing services for disadvantaged residents.

Over the next five years, more time is expected to be given to the Division's specialized services supervisor to work with systems on this planning. Such emphasis on system planning will not preclude LSCA grants to local libraries or county library services programs to meet special needs of targeted populations. It will continue to be expected that those libraries receiving LSCA disadvantaged projects will, if they are successful, do their best to have them continued either with local funds or with funds from other federal sources.

Time Schedule for Completing Actions to Achieve Objective

Actions	Time for Completion
1. Through priority development, assure that a minimum of 15 percent of LSCA Title I local project funds go for projects for service to the disadvantaged.	Annually
2. Provide Division consultant time to work with three systems each year on the improvement of their long-range plans for serving the disadvantaged.	December, annually
3. Assist public library systems and selected public libraries to develop staff with special competencies in outreach programs.	Biennial assessment

Comment on Strategy for Achieving Objective

Although Division professional staff priorities during the next five years will shift steadily toward provision of assistance in specialized areas, like services to the disadvantaged, there is presently a management and generalist consulting overload. A continuation of attention to implementation of the Statewide Plan for the Development of Indian Library Services in Wisconsin (*Wisconsin library bulletin*, September-October 1975, Supplement, pp. 293-304) is needed.

Public Library Services for the Institutionalized and Handicapped

Unit Goal I

Assure the provision of adequate and easily accessible library services to blind and physically handicapped Wisconsin residents.

Unit Goal II

Assure the provision of adequate and easily accessible library services to the inmates/residents/students in state correctional and mental institutions and specialized facilities.

Multitype Library Cooperation in Wisconsin

Readers interested in background information on multitype library cooperation in Wisconsin are referred to the 1976 Revision of this Long-Range Program (*Wisconsin library bulletin*, September-October 1976, particularly pages 220-222).

Since 1970, a number of forces have come together to increase cooperative library planning and services in Wisconsin: the growth of more sophisticated computer and communication technology; national-level planning and experimentation with library networking; economic pressure for sharing costs and services; the stimulus of LSCA Title III (Interlibrary Services); the Wisconsin public library system law of 1971; leadership by the Council on Library Development and the Council of Wisconsin Librarians; experimentation with metropolitan and area library councils; a systematic exploration of the issues by the 1975-

76 Wisconsin Task Force on Interlibrary Cooperation and Resource Sharing; the organization of the Midwest Region Library Network.

Unit Goal

To assure the most effective use of the resources of all Wisconsin libraries and information services through cooperative arrangements.

Performance Indicators

1. Degree of access of all libraries in the state to appropriate and effective interloan service through a statewide network.
2. Extent of cooperative planning and practices within areas of the state, as measured by committee and council activities, interloan, bibliographic and communicative services.
3. Regular provision of courses and workshps involving representatives of all types of libraries.

Unit Objective 1

Plan with intrastate, statewide and multistate agencies, organizations and networks working toward the development of a Wisconsin library network and a Midwest regional library network.

Comment on Unit Objective I

A program of state aids is providing funds for the development of pulic library systems. Wisconsin Interlibrary Loan Service (WILS) serves the interloan needs of 46 public and private academic libraries in Wisconsin by providing books and photocopy of periodical articles from University of Wisconsin—Madison campus library collections. Programs of the Division provide funds to Milwaukee Public Library and the UW—Madison Library System (through WILS) to make their resources available to the Division's Reference and Loan Library. LSCA Title III has provided funds for development and expansion of intrastate intertype library councils. A Wisconsin health science library network, as part of a nationwide health science library network, is being developed. The Midwest Region Library Network (MIDLNET) is now incorporated and members from Wisconsin include representatives from the Division for Library Services, UW—Madison Library System and WILS.

Unit Objective II

Work with librarians, library agencies and library organizations within the state on developing an adequately articulated program of multitype library cooperation.

Comment on Unit Objective II

The report of the statewide Task Force on Interlibrary Cooperation and Resource Sharing was completed in June 1976. The Task Force identified major barriers to cooperation, drew up a set of criteria for a Wisconsin plan, listed priority activities, identified broad principles

and from these made recommendations for cooperation. The Task Force members recognized that although they had come a long way in developing a plan for cooperation for Wisconsin, a great deal more work needed to be done.

The Division believes that 1978 is a crucial year for the determination of the future shape of a Wisconsin multitype library network. The Legislative Council's Special Committee on Library Laws, which is to complete its work by November 1978, offers the opportunity for the Wisconsin library community to unite behind a legislative program for such a network. Crucial elements in such a program include the following:

1. Establishment of a state-level planning and coordinating structure recognized in Wisconsin statutes, representative of the whole library community, and included in regular state budget funding.

2. Recognition by state government of its responsibilities for adequate funding of state-level networking services, in particular the Reference and Loan Library and the Wisconsin Interlibrary Loan Service/Wisconsin Library Consortium.

3. An articulated program of area multitype library services, bringing together the functions and services now required of public library systems with those provided in some areas of the state by multitype library councils; these articulated area services should be eligible for regular state aids on a formula basis.

Chapter VII

Library Services and Construction Act Criteria and Priorities

The Library Services and Construction Act (LSCA), originally the Library Services Act, has been in existence since 1956. In its 22 years Wisconsin libraries have received over $18 million in Federal assistance. The purposes of LSCA have not changed: "the establishment, extension and improvement of public library services in areas of the state which are without such services or in which such services are inadequate; the establishment, extension and improvement of such other library service. as library services for physically handicapped, institutionalized and disadvantged persons; strengthening the state library administrative agencies; and promoting interlibrary cooperation among all types of libraries."

Primary responsibility for managing the Wisconsin LSCA program is carried by the Division for Library Services Bureau of Public and Cooperative Library Services. Information on Wisconsin LSCA program procedures are carried regularly in Division publications. Application forms, with information concerning procedures, priorities and criteria, are mailed annually to Wisconsin public libraries, to other libraries that request them and to library organizations.

The Division, in its administration of LSCA, is assisted by an 11-member advisory committee, appointed by the State Superintendent of Public Instruction. Members include persons representing the following areas: public libraries, school libraries, academic libraries, special libraries, institutional libraries, libraries serving the handicapped. At least one-third of the membership consists of user repesentatives, at least one of whom represents disadvantaged persons.

General areas of responsibility of the LSCA Special Advisory Committee include: 1) advising the Division on the Development of the Long-Range Program; 2) advising the Division on policy matters arising in the administration of the Program; 3) assisting the Division in evaluating LSCA programs and activities. The Committee has assisted in the following areas: 1) the establishment of LSCA priorities and deadlines for each fiscal year; 2) on-site visits to LSCA projects in order to comprehend better the day-to-day operation of such projects and for evaluative purposes; 3) serving as an appeal board for any complaints concerning Wisconsin LSCA administration.

LSCA Project Applications for October 1, 1978 to September 30, 1979

The Library Services and Construction Act allotments to Wisconsin for FY 78 are $1,181,523 for Title I, and $65,587 for Title III. These funds will be used for projects running from October 1, 1978 through September 30, 1979.

The following criteria, special categories and priorities were established by the LSCA Special Advisory Committee and the Division for Library Services to be used in judging the merits of all proposals for 1978-79 projects. Although a high priority is given to system applications, individual libraries are eligible to apply. The Division for Library Services and the LSCA Special Advisory Committee do not view the purpose of LSCA funding as providing support for long-term projects. There are no LSCA funds available for construction. Title III projects must include two or more types of libraries.

Criteria for LSCA Titles I and III Projects

Soundness of procedures, evidence of careful planning and method of evaluation.

Pertinence to the objectives established in the Comprehensive Long-Range Program for Library Services in Wisconsin and to the LSCA priorities specified for the current year.

Contribution or relevance to the total program of the applicant as well as to other systems, area or statewide programs.

Relevance to current library standards.

Technological compatibility with recognized state and national standards for automated procedures and with other statewide projects.

Availability of personnel to carry out the project.

When appropriate, evidence of long-range planning to continue the project when LSCA funds are no longer available.

Overall value of the project, rather than the size of the project.

In addition, the following criteria will be used for system headquarters and system member libraries: Evidence of cooperative planning between and among system member libraries and system headquarters.

In addition, the following criteria will be used for statewide projects: Evidence of participation in planning and implementation of recommendations by persons broadly representative of the statewide library community.

Special Categories for LSCA Title I Projects

Libraries/public library systems/the state library agency will be eligible to receive grants for the following purposes because of their unique role and/or federally mandated functions:

To enable emerging public library systems to strengthen their materials resources. (Emerging systems are: a) systems that began operation January 1, 1976 or later; or b) systems that have increased the number of counties in the system area since January 1, 1977 by 25 percent or more.)

To facilitate the state library agency's ability to plan, monitor, report and evaluate LSCA programs in accordance with federal regulations and to strengthen its capabilities for meeting the library needs of the people in the state.

To enable public libraries which serve as national and regional resource centers to develop their strength. (According to a definition cited in the *Wisconsin library bulletin*, September-October, 1975, page 287, only Milwaukee Public Library would be eligible.)

To strengthen state institutional (correctional, custodial, rehabilitative) libraries.

To enable state institutional (correctional, custodial, rehabilitative) libraries to experiment with innovative demonstration projects.

Priorities for LSCA Title I Projects

The following priorities will apply to applications for projects to be funded by LSCA Title I funds during the 1978-79 year—October 1, 1978 to September 30, 1979. The same criteria will be used to judge these projects.

1. Provide public library demonstration programs in areas of the state not yet in public library systems to promote system development.
2. Provide for implementation of objectives and recommendations of statewide, multistate and national plans and standards for improving the efficiency and effectiveness of library services statewide.
3. Enable public library systems to plan and/or implement resource sharing programs with other types of libraries in the system area providing for appropriate sharing of library resources to benefit the clientele of all libraries.
4. Enable public library systems to plan and/or implement demonstration programs that will serve population groups with special needs, i.e., urban and rural disadvantaged, racial minorities, persons with limited English-speaking ability, the handicapped and those in public institutions.
5. Provide for system or statewide experimentation with the use of automated procedures to improve library services and operations and access to materials and services.
6. Further develop educational and inservice training opportunities for librarians.
7. Enable public libraries to plan and/or implement demonstration programs that will serve population groups with special needs, i.e., urban and rural disadvantaged, racial minorities, persons with limited English-speaking ability, the handicapped and those in public institutions.
8. Permit public libraries and public library systems to plan and/or implement demonstration programs that will expand the breadth and depth of services and materials to general users.

Priorities for LSCA Title III Projects

The following priorities will apply to applications for projects to be funded by LSCA Title III funds during the 1978-79 year—October 1, 1978 to September 30, 1979:

1. Statewide projects with potential for increasing user access to existing library resources.
2. Projects that will enable area multitype organizations to plan and implement demonstration programs to enhance cooperative resource sharing.